

Figure 2-1 Equivalent Old Town Area Laid onto the East Eisenhower District Site

## 2 NEIGHBORHOOD CHARACTERISTICS

### THE PLANNING AREA

The Eisenhower East Planning Area includes about 230 acres of land located at the southern edge of the City of Alexandria, bordering Fairfax County. It lies just to the west of the Old and Historic Alexandria District, connected to the Old Town area by Duke Street. When compared with Old Town, the size of the area would cover the equivalent of just under 60 blocks of Old Town. This equivalent area would extend from the Potomac River to Payne Street on the west, and from Queen Street south to Wilkes Street. (See Figure 2-1, Equivalent Old Town Area.)

Eisenhower East is bounded on the north by Duke Street and the Metro rail yard, on the east by Holland Lane and the African-American Heritage Park, on the south by the Capital Beltway (I-95/I-495), and on the west by Telegraph Road. The planning area includes the 76.5-acre planned Carlyle community, including the 17-acre, 2.5- million-square-foot Patent and Trademark Office (PTO) complex.

To the north of Eisenhower East, the planning area abuts the mixed-use development of office, retail, and hotels in the King Street Metro area. This area, redeveloped primarily during the 1980s with the opening of the King Street Metro station, interfaces directly with the Metro station, Amtrak, and the Virginia Rail Express system. North of the western end of the study area is the WMATA rail yards and other mainline rail tracks.

## NEIGHBORHOOD CHARACTERISTICS

Access to the north is limited to Holland Lane, John Carlyle Street, and Dulany Street. There is no access from Eisenhower East to the east, with the location of the African-American Heritage Park, several cemeteries, and the Alexandria Sanitation Authority complex. (See Figure 2-2, Eisenhower East Boundaries.)

The Capital Beltway, Eisenhower East's southern boundary, is currently being improved as part of the widening of the Woodrow Wilson Bridge. At this time, aside from the Telegraph Road interchange to the west of Eisenhower East, there is no access to the south; however, the Capital Beltway improvement program includes the construction of ramps that will provide a direct connection from the Beltway's express lanes to Mill Road. This improvement is currently funded and is expected to be completed around 2007.

Another connection into the area is planned that would extend the Beltway's Telegraph Road ramp directly into the intersection of Stovall Street and Eisenhower Avenue. Funding appropriation for this improvement has not yet been made.

There are three roads connecting Eisenhower East to the west. The primary connection is along Eisenhower Avenue, which extends into the rest of the valley by way of a bridge over Telegraph Road. Direct connection to Telegraph Road takes place at Pershing Avenue, on the north side of Eisenhower Avenue.

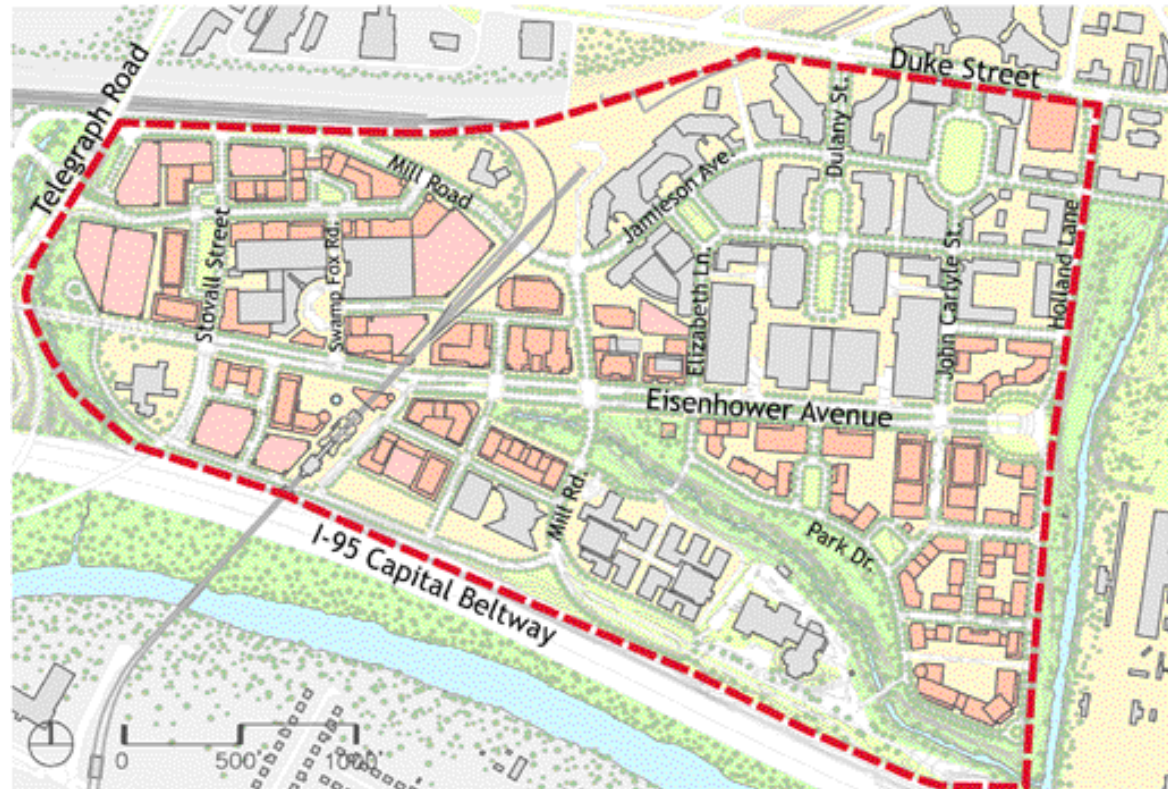


Figure 2-2 Eisenhower East Boundaries



The third road connection is Mill Road, which extends under Telegraph Road and connects back into both Telegraph Road and Eisenhower Avenue on the west side of Telegraph Road.

Mill Road is currently being straightened and improved in the northwest portion of the study area and a proposal has been made to relocate Mill Road on the west side of Telegraph Road to improve its connection to Telegraph Road.

## HISTORICAL CONTEXT

The Eisenhower East area is an early and rich part of the City's history. The area around the intersection of present-day Eisenhower Avenue and Mill Road was the location of the Village of Cameron, beginning in the 1730s. Later, in the late 1790s, West End Village was created in the northeast portion of the area.

The following information on the Village of Cameron and West End Village was derived from "Walk and Bike the Alexandria Heritage Trail: A Guide to Exploring a Virginia Town's Hidden Past," by Pamela J. Cressey, Alexandria City Archaeologist.



View of area from Shuter's Hill, 1860s, with Great Hunting Creek in background (National Archives, Brady Collection)

### Village of Cameron

In the early years of the City, Cameron Run was a virtual river as wide as the Capital Beltway and deep enough for European ships to sail from the Potomac River, up Great Hunting Creek and along Cameron Run to where today's Telegraph Road is located. The early transfer of tobacco from ground transport to ship occurred in this location. The Resource Protection Area in the southwest quadrant of the intersection of Eisenhower Avenue and Mill Road is the last remaining vestige of the original Cameron Run in the Eisenhower East area.

In the immediate vicinity, the Village of Cameron grew by the 1730s. It was developed as a small crossroads settlement near the first ford of Cameron Run. By 1752, the village included a few homes, a tavern and a mill. A grist mill (for milling flour) was constructed in the 1790s. A millrace (a channel for water) running between the two mills bringing water to power the wheels. In 1851, the Alexandria Water Company used the mill to pump water up to a reservoir located on the prominently situated Shuter's Hill (today's location of the George Washington National Masonic Memorial). The small, square reservoir



Old Cameron Mill, late 19th century (William Francis Smith Collection)

is still in use. The flour mill continued to operate until about 1920. Over the years, archaeologists have unearthed and studied the foundations of the stone mill, the millrace, the miller's house, and the West family burial vault.

## West End Village

The area around the intersection of Duke Street and Holland Lane was the setting for some of Alexandria's early business and residential development. The area, known as West End Village, was the City's first "suburb," dating back to 1796. That year, John West subdivided the land into residential lots to promote development.

One of Alexandria's main arteries, Little River Turnpike (Duke Street), began as a private venture that same year. With badly constructed roads and

a few of them, a wide turnpike was in great demand and made it easier to bring agricultural goods into town for processing and shipment. The turnpike also brought cattle to the West End for butchering, while numerous businesses, including hotels, saloons, breweries, blacksmith shops and slave dealerships, developed along its route. Barges traveled down Hooff's Run and Cameron Run transporting meat for export to the wharves located on the Potomac River.

Eisenhower East still contains the archaeological remains of the mill at Cameron, a 1850s brick vault for the storage of beer (still preserved under Duke Street near Dulany Street), and the ruins of the Virginia Glass Company, which operated from 1894 to 1916 (located under the public square on John Carlyle Street).

The planning area is within the Cameron and Backlick Run Archaeological Resource Area, with the potential to contain significant archaeological materials. Archaeological assessment is required as part of the development approval process.

## Historical Land Use

The Orange and Alexandria Railroad came to the area in the 1850s, setting the stage for the industrial-type activity that would occupy the area for the next 140 years.

According to Civil War-era maps, much of the southeastern portion of Eisenhower East was

marshland that has since been filled in, first with sediment and later with soil from the construction of the Capital Beltway. The original marsh condition and the subsequent filling of the area have created some poor soil conditions. (See Figure 2-3 for the general location of filled land.)

For much of its recent history, Eisenhower East was in the Cameron Run floodplain and therefore subject to periodic flooding. As recently as the 1940s, small boats could navigate part of the marsh area. Through the 1960s and 1970s, the marsh areas were used as a landfill, bringing elevations up to 15 to 20 feet above sea level.

Much of this area was considered a swamp, a landfill site, and an area suitable only for light or heavy industry. Indeed, industrial uses such as the Alexandria Scrap Yard, a steel foundry, the Norfolk-Southern rail yard, and the Virginia Concrete plant found their homes in the area.

A substantial portion of the study area was annexed to the City of Alexandria in 1915, with areas to the west annexed in 1952. The area on the southern end of Eisenhower East, south of what was then Cameron Run was annexed in 1973, after it was filled with the construction of the Capital Beltway.

With the completion of the Cameron Run flood control and channelization project in the late 1960s and early 1970s, the area became suitable

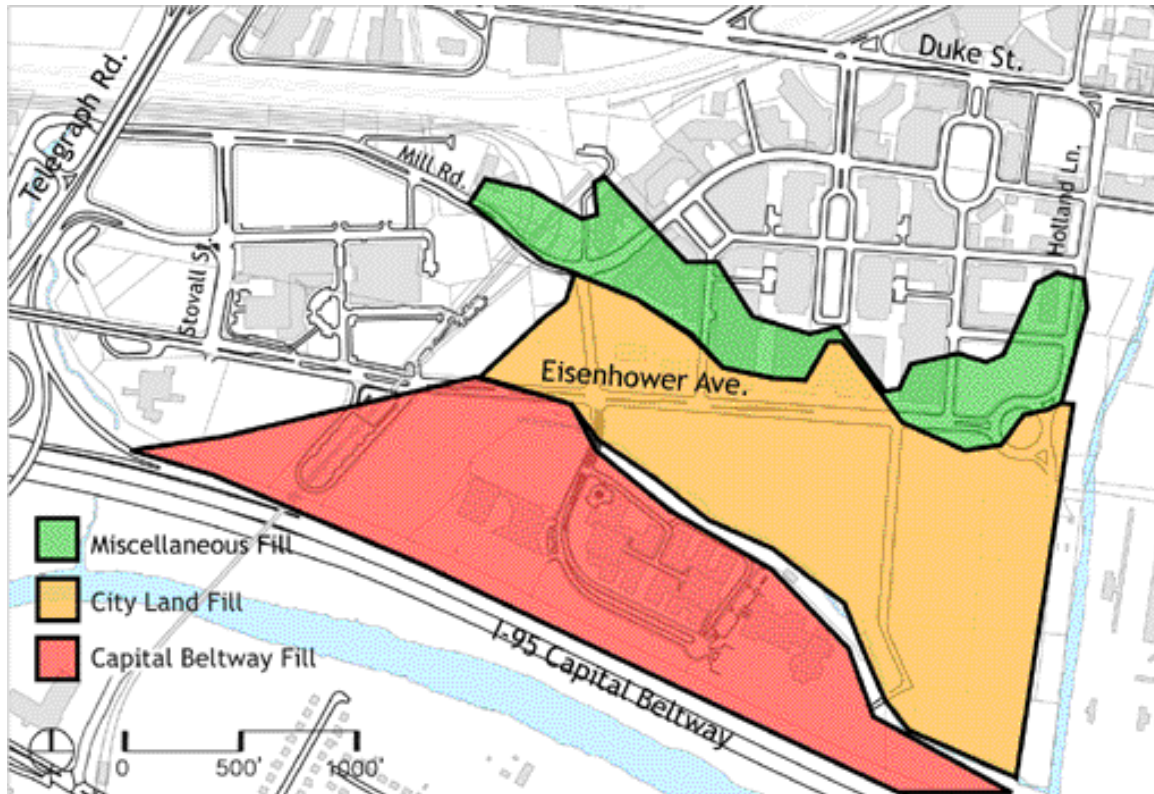


Figure 2-3 Filled Land Areas

for commercial development. The Hoffman Center, consisting of about one million square feet of office space, was built between 1968 and 1972.

Other commercial development followed in the late 1970s and 1980s, including the American Trucking Association office building. In addition, the City found the area suitable for the location of the Public Safety Center, the Homeless Shelter and Substance Abuse Center, as well as a Metro station next to the Hoffman Center.

In the 1980s, WMATA constructed the Eisenhower Avenue Metro station as part of the "Yellow Line" of the region's heavy rail rapid transit system. The line runs generally north-south and is located to the west of Mill Road. The Yellow Line currently terminates one station to the south at the Huntington Avenue station.

WMATA's long-range plans for the Metro system include the expansion of the Yellow Line to connect the Branch Avenue Metro station in Prince George's County, Maryland, with the Huntington Avenue Metro station in Fairfax County, Virginia, utilizing the enlarged Woodrow Wilson Bridge.

Eisenhower East's proximity and exposure to the Beltway, the presence of large vacant sites, and the availability of buildings with ample parking and less expensive rents compared to downtown Alexandria locations, all brought relatively low

density, back office space, flex space, government office users, and warehousing to the area.

During the 1990s, conditions began to change to create the opportunity for Metro-related, mixed use, and higher quality development. A joint venture between The Oliver T. Carr Company and Norfolk-Southern Corporation resulted in the removal of the railroad tracks that had historically separated Eisenhower East from the rest of the City and set the stage for the development of the planned Carlyle community.

## LAND OWNERSHIP

Eisenhower East is unusual in that the land is held by very few ownership entities. As the Carlyle plan is implemented, the land formerly under the ownership of the Norfolk-Southern Railroad is being sold to individual developers, including LCOR, for the development of the PTO complex.

The balance of the land is currently owned by the following entities (See Figure 2-4, Land Ownership Key for the location of properties):

- |  |   |                                   |
|--|---|-----------------------------------|
| 1 — Hoffman Family LLC                             | 5 — Thomas H. Andrews Partnership       | 10 — Alexandria Mini-Storage LLC  |
| 2 — Mill Two Associates Partnership                | 6 — American Trucking Association, Inc. | 11 — Virginia Concrete Company    |
| 3 — Trammell-Crow Company                          | 7 — Simpson Development Corporation     | 12 — Hooff Fagelson Tract LLC     |
| 4 — Washington Metropolitan Area Transit Authority | 8 — Carlyle Development Corporation     | 13 — Jefferson at Carlyle Mill LP |
|  | 9 — Alexandria Sanitation Authority     | 14 — City of Alexandria           |

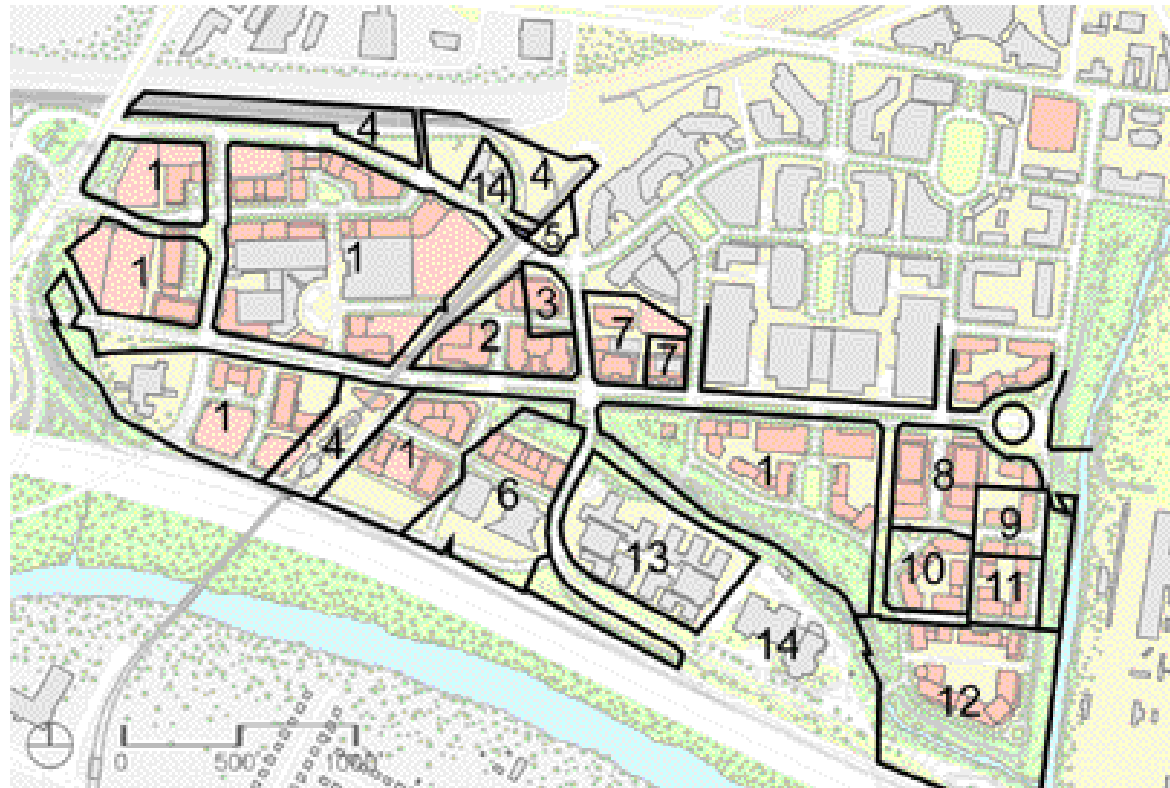


Figure 2-4 Land Ownership Key



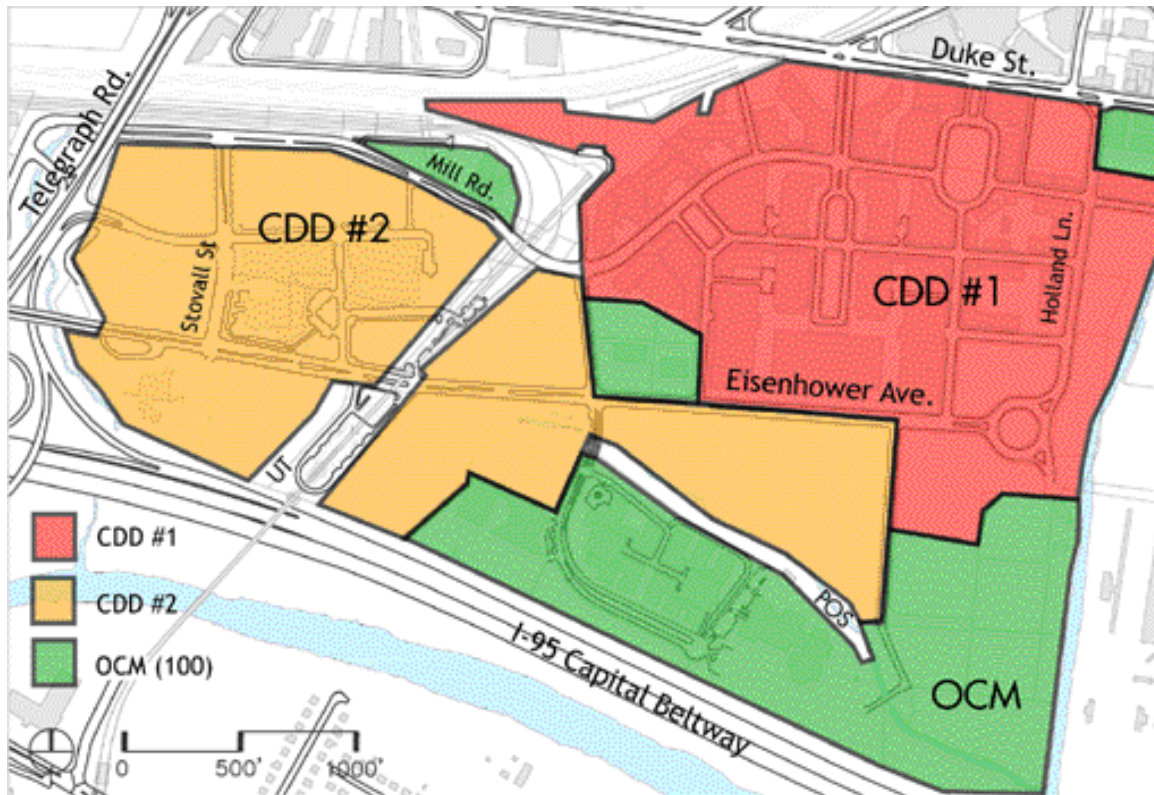


Figure 2-5 Existing Zoning Boundaries

It is unusual in a highly urbanized area to have so few ownership entities and such large parcels. This pattern of ownership is both an advantage and a disadvantage. Typically, a study area as large as Eisenhower East would require the difficult task of assembling multiple land parcels in order to accomplish the planning goals. This is not the case with the large parcels in this study area. Conversely, the type and pace of the implementation is controlled by relatively few entities, and the implementation is impacted by the amount of management and financial resources within each entity.

## PRIOR PLANNING

In 1992 the King Street/Eisenhower Avenue Metro Station Small Area Plan was adopted as part of the City's Master Plan. The Master Plan provided general guidance for the appropriate land uses and development. The Carlyle development in the northeast portion of Eisenhower East was planned as an urban neighborhood with a mix of uses, a defined urban grid of streets, and an integrated set of open spaces, parks, and squares.

The City approved the Plan for Carlyle in 1990 and the provisions of the Plan were adopted within the Duke Street Coordinated Development District (CDD 1) zone, with the adoption of the Master Plan and zoning in 1992. Carlyle has an approved Special Use Permit (SUP) that provides

very detailed direction on land uses, intensity of development and design for the project. (See Figure 2-5, Existing Zoning Boundaries.)

The western portion of the planning area is zoned Eisenhower Avenue Coordinated Development District (CDD 2). Included within CDD 2 are the lands owned by the Hoffman Family, the lands owned by Yates and Trammell Crow and a vacant parcel owned by the American Trucking Association.

The Yates/Trammell Crow parcels were approved for a mixed-use, residential, office and retail project under a Special Use Permit in 2002. Prior approvals on the Hoffman lands include a Concept Plan approval in 1998 that calls for a large office development and some retail around the Metro station and residential uses on the Hoffman lands east of Mill Road. The Concept Plan included approximately 5.8 million square feet of development, but provides little guidance in the way of design as it primarily defines land uses, development intensity and parking.

The CDD zone typically is predicated on a cooperative planning effort between land ownerships, architectural design review and a commitment to affordable housing to permit the highest level of density. In fact, there has been little joint planning among the property owners. The balance of the privately owned, under-developed lands are zoned OCM (100) Office Commercial Medium, with a 100-foot height limit.

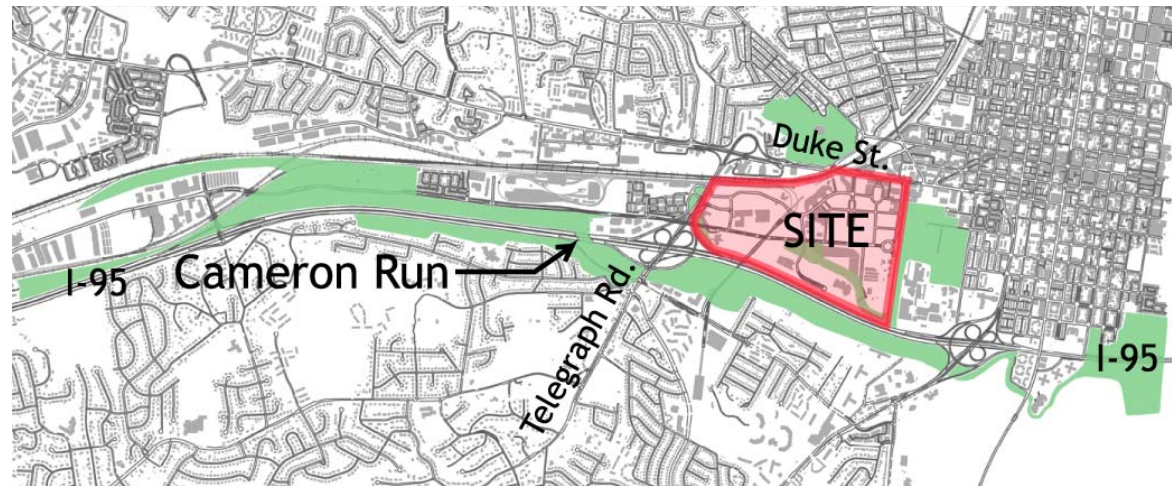


Figure 2-6 Regional Open Space

The OCM (100) district is a medium-density office/commercial district that also allows residential uses. The publicly owned lands are zoned UT Utilities and Transportation, POS Public Open Space and, in the case of the Alexandria Sanitation Authority property, the Public Safety Center and the Substance Abuse Center OCM (100).

## OPEN SPACE

About five percent of Eisenhower East is currently in natural and public open space. The cemeteries and the African-American Heritage Park on the eastern part of the area and the George Washington National Masonic Memorial add to

the open-space visual quality of the study area. While there is natural open space along the streams in the southern and eastern portions of the area, the primary characteristic of open space in Eisenhower East is in the form of urban spaces, including Dulany Gardens and John Carlyle Square, within the Carlyle development.

To the west of the Eisenhower East area, the City has preserved and developed a system of green open space, known as Cameron Run. (See Figure 2-6, Regional Open Space.) This open space/park resource runs for several miles and connects active and passive recreational opportunities with a continuous bicycle and pedestrian route.





Masonic Temple

Unfortunately, Telegraph Road interrupts the eastern end of this community resource and it is difficult to cross to Eisenhower East through the maze of roads and ramps.

To the east of the study area and Holland Lane, a large green buffer is provided between Eisenhower East and the Southwest Quadrant neighborhood by the African-American Heritage Park, the Hooff's Run watercourse, and the cemeteries.

Within Eisenhower East, urban squares are provided at Carlyle. The John Carlyle Square is designed to provide an active green area surrounded by retail and office uses and the Dulany Gardens, contained within the PTO complex, will provide a green respite anchored on one end with a large atrium building housing the PTO museum.

The Eisenhower East area contains opportunities to recapture and restore natural areas within the area that have been designated by the City as Resource Protection Areas (RPA). The area identified as Mill Run, the extension of the race from the historic mill location, courses parallel to Eisenhower Avenue for several hundred feet just to the east of Mill Road before it bends south and connects with Hooff's Run at the southeast corner of the area. While these areas have largely been neglected, or in some cases built over, they offer the potential for creating natural passive open space, restoring wildlife habitat and providing recreation opportunities.

## INFRASTRUCTURE AND PUBLIC FACILITIES

Water, sanitary sewer, and storm water systems are in place to serve Eisenhower East. Major sanitary and storm sewer systems bisect the area. The Holmes Run sanitary sewer trunk line runs in an east-west direction through the area and handles a

very large volume from areas of the City further to the west. This line was constructed prior to the construction of Eisenhower Avenue, and for the most part, is located within easements on private property outside of the right-of-way for Eisenhower Avenue.

The eastern segment of this line has been evaluated and found to be in need of upgrading as it will exceed its design capacity by 2020. Improvement to this line has already been funded as part of the City's Capital Improvement Program. Relocation of portions of the line may be necessary as new development takes place, where the location of the line is found to conflict with the proposed location of new construction. Recent upgrades to the Alexandria Sanitation Authority's treatment plant have ensured a design capacity to handle the needs of new development in the Eisenhower East area.

Major storm water systems flow through the Eisenhower East area, carrying water from north of the study area into the natural run on the south side. For the most part, this system is located within public rights-of-way; however, in a few instances, relocation may be necessary as part of new development projects.

The City's Public Safety Center, constructed in the 1980s along Mill Road, houses the City's Police Department, serving the entire City. The Police Department have raised concerns about the size

and location of their facility. The needs of the Department are outgrowing the size of the facility, and they have experienced access problems with the facility's location. Relocation of the Police Department functions to another site in the City is currently being explored.

The Public Safety Center area also includes the location of the City's Jail facility and the Sheriff's Department. With the location of the Federal Courthouse within the Carlyle area of Eisenhower East, this facility houses many high profile federal prisoners. Maintaining a secure facility is a major concern as new development takes place.

The Alexandria Fire Department is in need of an additional fire station to handle the amount of calls they receive in a timely and responsive manner. Due to limited access in the Eisenhower Valley and its projected amount of growth, the area is being explored for the location of a new station. The nearest fire station is located at the intersection of Duke Street and South Quaker Lane.

A possible location within the Eisenhower East area is the site just to the west of the City's Homeless Shelter and Substance Abuse Center on Mill Road. This vacant site adjoins the Metro tracks and is currently owned by WMATA. This site has remained open within the Eisenhower East Plan in the event it is found to be a desired site for a new station.

## OPPORTUNITIES

The conditions in Eisenhower East present a number of opportunities, that when capitalized upon, provide the basis for the creation of a vibrant, new, urban, transit-oriented, mixed-use community. These opportunities include:

- Location of Metro*  
The Eisenhower Avenue Metro Station provides the setting and condition under which high density mixed use development can occur, while minimizing potential traffic impacts. The City has a significant investment in this station that can be recouped through a quality mixed-use environment around the Metro station.
- Potential for a Grand Boulevard*  
The size of Eisenhower Avenue, combined with high-density development, are the basic elements that if properly designed and implemented can transform Eisenhower Avenue into an attractive urban environment, providing a signature address.
- Opportunity for Open Space Continuity*  
The large development parcels and environmental resources within Eisenhower East provide the opportunity to create linkages to the City's overall open space network, building upon the urban open



View of existing Eisenhower Avenue looking east



View of existing open space at Eisenhower Avenue and Holland Lane



View from Metro looking north along Swamp Fox Road



View across undeveloped parcels looking at elevated Metro tracks

spaces within Carlyle, the existing stream valleys, and the existing regional system.

- *Character of Carlyle Development – PTO as a Strong Anchor Tenant*

The Carlyle development has set a standard for a high quality urban environment. The opportunity exists to build upon good quality urban design and building construction to continue this Class A environment into the remaining area of Eisenhower East. The location of PTO will bring additional demand for new office space for businesses benefiting from close proximity to their facilities.

- *Transportation Improvements*

A number of transportation improvements are set to help manage the development within Eisenhower East, including the new access ramps to the Beltway at Mill Road and Stovall Street, and the improvements to the Woodrow Wilson Bridge that will help alleviate traffic congestion along Duke Street.

- *Large Parcels and Single Ownerships*

The large parcels, with few owners, substantially reduces the problems associated with assembling multiple land parcels and makes it easier to accomplish the goals and approaches set forth in the Plan. While dealing with few land owners is an advantage, it can also pose constraints on implementation of the Plan, as the pace of

development is restricted by the management and financial resources of only a few entities.

- *Capital Beltway as Window to Alexandria*

The positioning of the Capital Beltway along the entire southern boundary of the study area allows the traveling public to view the quality and character of development in the Eisenhower East area, and to realize that Alexandria has more to offer than just Old Town.

## CONSTRAINTS

There are several conditions within Eisenhower East that need to be overcome in the planning for the area. These constraints are:

- *Limited Access and Connections to the City*

Eisenhower East has few connections to the remainder of the City, with only three road connections along Duke Street to the north, no connection to the east, and only limited connection to the south and west.

Eisenhower Avenue serves as a spine road, connecting the area with the rest of the Eisenhower Valley.

- *Subsurface Geotechnic Conditions*

As previously discussed, much of the Eisenhower East area is filled marsh land and old landfill area, that has resulted in poor soil



conditions, the potential for hazardous materials, and the potential for methane gas production. These conditions pose problems with and increase the cost of construction of large buildings and the placement of parking underground.

- *Proximity of Capital Beltway and Waste Water Treatment Plant*

The Capital Beltway generates a considerable amount of noise from the traffic. With the elimination of the tree buffer with the widening of the Beltway, that noise level will likely increase in the area. The Beltway's proximity provides a challenge in the location of land uses in the area. Wastewater treatment plants generally produce strong, unpleasant odors. Current improvements to the plant to cover the filtration ponds will likely improve that condition; however, problems may exist for future residents.

The City has a wonderful opportunity to build upon the strengths of the Eisenhower East area in creating a vibrant new urban environment for its citizens.